

State of California
California Regional Water Quality Control Board
Santa Ana Region

STAFF REPORT

November 30, 2007

Item: *10

Subject: Tentative Resolution No. R8-2007-0081 - Conditional Waiver of Statutory Requirements to File a Report of Waste Discharge and Prescribe Waste Discharge Requirements for Management and Disposal of Solid Wastes Generated from the 2007 Wildfires within the Santa Ana Region

DISCUSSION:

Resolution No. R8-2007-0081 would, if adopted, waive the requirement to file a report of waste discharge and to prescribe waste discharge requirements for the temporary storage and discharge of solid wastes derived from cleanup of burned areas in the Santa Ana Region. Discharge of such wastes, known collectively as fire debris, would be allowed at the Class III Municipal Solid Waste (MSW) Landfills specifically identified in Tentative Resolution No. R8-2007-0081 and at designated temporary waste staging areas. The waiver expires on December 31, 2008 unless extended by the Regional Board.

The Resolution places conditions upon the following categories of fire debris discharges in the Santa Ana Region:

1. **Discharges of fire debris into lined cells or at staging areas at specific lined MSW landfills.** The landfills listed in the Resolution may process and permanently dispose of large volumes of qualifying solid wastes, including: spoiled food wastes, animal carcasses, and "mixed wastes," which are composed of two or more categories of wastes such as nonhazardous waste, household hazardous waste, universal waste, and inert waste, that have been mixed such that the individual waste components are not practicably separable for purposes of waste management. It is expected that the majority of fire debris will be disposed of at lined MSW landfills.
2. **Discharges of fire debris to temporary waste staging areas at unclassified (inert) landfills or other designated areas.** If necessary, these facilities may process large volumes of qualified demolition debris, including uncontaminated metal, wood, concrete, and brick, as it is removed from the burned areas throughout the Santa Ana Region. Operators of the temporary waste staging areas are required to submit a Notice of Intent to the Regional Board within 30 days of initiating a waste staging operation and a Notice of Termination within 10 working days of completing removal of all wastes.

The waiver provides a streamlined approach to the cleanup effort in the Region, and is necessary to facilitate disposal of mixed wastes to lined landfills where it poses the least threat to human health and the environment. This waiver would allow eight active MSW landfills listed in the Resolution, and located within the Santa Ana Region, to begin accepting waste immediately, under specific conditions, without having to wait for amended waste discharge requirements, thereby reducing the likelihood of illegal dumping or other improper disposal. Under the conditions of the waiver, cleanup of the burned areas will be greatly facilitated.

At least part of the wastes from the burned areas of the Region will be composed of inert wastes that may be suitable for recycling or reuse (e.g., uncontaminated metal, wood, concrete, brick, etc.). Collecting and separating wastes that are suitable for recycling or for diversion to other waste handling facilities will help preserve space in lined landfills for the disposal of those wastes that do pose a threat to water quality.

PUBLIC NOTICE: A Public Notice of this agenda item was posted on the Regional Water Quality Control Board, Santa Ana Region, website on November 5, 2007. Tentative Resolution No. R8-2007-0081 was emailed on November 2, 2007 to all interested parties and posted on the Regional Board's website on November 5, 2007.

RECOMMENDATION:

Staff recommends adoption of Resolution No. R8-2007-0081, as presented.

Comments were solicited (only through email) from the following:

State Water Resources Control Board, Office of the Chief Counsel – Erik Spiess
State Water Resources Control Board, Division of Clean Water Programs – Joe Mello
Office of the Secretary, Cal EPA - Pat Reich
California Integrated Waste Management Board – Ted Rauh
California Department of Toxic Substances Control - Gloria Conti
Orange County Integrated Waste Management Department – Janice Goss
Riverside County Waste Management Department – Hans Kernkamp
County of San Bernardino Solid Waste Management Division - Peter Wulfman
Waste Management, Incorporated - Damon De Frates
Redlands Municipal Utilities Dept., Solid Waste Division – Gary Van Dorst
Orange County Health Care Agency, LEA – Patricia Henshaw
Riverside County Environmental Health, LEA – Damian Meins
San Bernardino County Environmental Health, LEA – Jane Brinkerhoff
Orange County Hazardous Waste Surveillance – Pearl Boelter
Riverside County Hazardous Materials Management Division - Sandy Bunchek
San Bernardino County Hazardous Materials – Doug Snyder
Orange County Flood Control Department- Nadeem Majaj
Riverside County Flood Control and Water Conservation District – Warren D. Williams
San Bernardino County Transportation and Flood Control – Vana R. Olson
California Department of Forestry – Kate Dargan

State Department of Water Resources, Glendale – Mark Stuart
California Department of Fish and Game, Ontario – Scott Dawson
US Army Corps of Engineers, Los Angeles – Mark Durham

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SANTA ANA REGION**

TENTATIVE RESOLUTION NO. R8-2007-0081

**AN EMERGENCY CONDITIONAL TEMPORARY WAIVER OF STATUTORY
REQUIREMENTS TO FILE A REPORT OF WASTE DISCHARGE AND TO ADOPT
WASTE DISCHARGE REQUIREMENTS FOR MANAGEMENT AND DISPOSAL OF
SOLID WASTE FROM THE 2007 WILDFIRES**

1. The devastation caused by wildfires throughout the region has resulted in damage or destruction of many structures, including private and public property. This destruction has created a very large volume of solid waste consisting of or containing pollutants that could affect the waters of the state. The nature of these waste could include, but is not limited to, burn ash, concrete, wood, green waste, electrical appliances, computer equipment, dead animals, food items, cars, chemicals, paint, refrigerators, etc. These wastes are collectively referred to as fire debris.
2. On October 21, 2007, the Governor issued a proclamation identifying seven southern California counties, including Orange, Riverside, and San Bernardino Counties, as being in a state of emergency.
3. Fire debris derived from the cleanup of burned areas may be taken to existing regulated Class III lined landfills for treatment, sorting, storage, or disposal, and to temporary staging areas at sites not currently regulated as Class III landfills for treatment, storage, and recycling. These may be inert landfills or other designated areas.
4. Composite liner systems that are required for discharges of municipal solid waste (MSW), pursuant to State Water Resources Control Board Resolution No. 93-62, or engineered alternatives to those prescriptive standards, satisfy minimum containment standards for Class III MSW landfills promulgated in State Water Resources Control Board regulations governing discharges of designated waste (Title 27, California Code of Regulations, Division 2, §§20260 and 20310).
5. The following active landfills have been designated to receive fire debris, and are underlain by engineered composite liner systems and leachate collection and removal systems, pursuant to waste discharge requirements implementing California Code of Regulations, Title 27 (Title 27), State Water Resources Control Board Resolution No. 93-62, and federal Municipal Solid Waste Landfill Criteria in 40 CFR 258:

A. Orange County

1. Frank R. Bowerman Landfill, (Orders No. 89-001, 98-99, 98-99-01, R8-2002- 0049), Orange County Integrated Waste Management Department

2. Olinda Landfill, (Order No. 99-033), Orange County Integrated Waste Management Department [exempt from liner requirements per waste discharge requirements; however, it has a modified liner system]

B. Riverside County

1. Badlands Landfill (Orders No. 81-124, 91-105, 98-99, R8-2002-0085, R8-2006-0053), Riverside County Waste Management Department
2. Lamb Canyon Landfill (Orders No. 81-127, 98-99, 01-18, R8-2006-0054, R8-2007-0044), Riverside County Waste Management Department
3. El Sobrante Landfill (Order No. 01-053), Waste Management, Inc.

C. San Bernardino County

1. Mid-Valley Landfill (Orders No. 81-127, 98-99), San Bernardino County Department of Public Works, Solid Waste Management Division
2. San Timoteo Landfill (Orders No. 78-151, 98-99), San Bernardino County Department of Public Works, Solid Waste Management Division
3. California Street Landfill (Orders No. 81-172, 98-99, R8-2004-0008), City of Redlands

6. Temporary waste staging areas are portions of MSW landfills, inert landfills, or other designated areas where fire debris is temporarily discharged, stored, treated, or sorted for recycling, and where containment features and ancillary features for precipitation and drainage control are present. Temporary waste staging areas are temporary de facto waste management units.
7. The owners/operators of the municipal solid waste landfills identified in Finding 5 of this Resolution may find it necessary to establish temporary waste piles for purposes of waste staging at their facilities to facilitate the emergency cleanup and disposal of fire debris.
8. Other agencies and jurisdictions or persons engaged in cleanup of burned areas may find it necessary to establish temporary staging areas and temporary waste piles for short-term storage and treatment of fire debris from the cleanup of burned areas. These staging areas may not necessarily be located at MSW landfills or inert landfills.
9. Fire debris consists of or contains two or more categories of wastes (e.g., nonhazardous wastes, household hazardous wastes, universal wastes, or inert wastes that have been damaged and mixed such that the individual waste components are not practicably separable for purposes of waste management. Wastes from cleanup of property damaged by fire are often referred to as "mixed wastes."
10. Universal waste is defined in California Code of Regulations (CCR) Title 22, §66261.9.

11. Inert wastes (as defined in Title 27, §20230) may include uncontaminated demolition debris (e.g., concrete, brick, wood, and metal) that are suitable for recycling or reuse. Such wastes do not require permanent disposal at an MSW landfill.
12. Application of the requirements in Statewide General Construction Stormwater Permit, Order No. 99-08-DWQ, pertaining to best management practices that will prevent construction pollutants from contacting storm water and will prevent products of erosion from moving off site into receiving waters, is relevant and appropriate for temporary fire debris staging areas.
13. Material used to cover waste piles at temporary waste staging areas must adequately minimize rainwater infiltration; control fugitive dust, vectors, odors, and blowing litter; and prevent scavenging. Any material classified as a designated waste cannot be used for daily cover [Title 27, §20705(e)(1)].
14. Under the provisions of California Water Code (CWC) §13269(c)(1), it is not against the public interest to waive issuance of waste discharge requirements for the expeditious management and disposal of solid wastes resulting from the cleanup of burned areas provided that certain conditions are met.
15. CWC §§13260(a) and (b), 13263(a), and 13264(a), under the authority of CWC §13269(c)(1), would enable Regional Board staff resources to be used more effectively during the state of emergency.
16. A temporary conditional waiver of the requirements set forth in CWC §§13260(a) and (b), 13263(a), and 13264(a) for the discharge of fire debris derived from cleanup of burned areas as a result of the wildfires, and for short term discharges to temporary waste piles, would not be against the public interest because these discharges would comply with the conditions of this Resolution, would be effectively regulated by other public agencies, and would not result in violation of the Water Quality Control Plan for the Santa Ana River Basin (Basin Plan).
17. Waiver of reports of waste discharge and issuance of waste discharge requirements are categorically exempt from California Environmental Quality Act (CEQA) documentation because the waiver would apply only to emergency activities in a disaster area in which a state of emergency has been proclaimed by the Governor (Title 14, California Code of Regulations, §15269).

BE IT RESOLVED THAT, pursuant to CWC §13269, the Regional Board waives the requirements to submit a report of waste discharge [CWC §§13260(a) and (b) and 13264(a)] and establish waste discharge requirements [CWC §13263(a)] for the discharges of solid wastes derived from cleanup of burned areas as a result of the wildfires provided that the conditions set forth below are met. The conditions set forth in this Resolution are applicable to the MSW landfills identified in Finding No. 5, above,

and to any discharger who establishes a temporary waste management unit to temporarily store and segregate wastes from cleanup of burned areas.

In order for this Resolution to be invoked for any of the Region's landfills, the Governor must first proclaim a state of emergency for the specific county in which landfills will be accepting fire debris.

A. Conditions for Discharge of Fire Debris at Regulated Class III Municipal Solid Waste Landfills within the Region.

1. Fire debris derived from cleanup of burned areas must be discharged **only** to MSW landfills underlain by engineered liners and leachate collection systems that satisfy the requirements of Title 27, SWRCB Resolution No. 93-62, and Regional Board waste discharge requirements. Fire debris derived from cleanup of burned areas must also be isolated to the extent practicable, from areas of the landfill that are not lined.
2. Liquid hazardous wastes or "restricted hazardous wastes," as defined by California Health and Safety Code §25122.7, derived from cleanup of burned areas must not be discharged to any MSW landfill.
3. The discharge of fire debris derived from cleanup of burned areas must not create or contribute to a condition of pollution or nuisance as defined in CWC §13050.
4. The discharge of fire debris derived from cleanup of burned areas must not create or contribute to conditions that violate the discharge prohibitions of the Basin Plan.
5. Food wastes, animal carcasses, and other putrescible wastes derived from cleanup of burned areas must be covered expeditiously.
6. "Mixed wastes" (as defined in this Resolution) derived from cleanup of burned areas must be separated and recycled when appropriate.
7. The following categories of fire debris derived from burned areas may be discharged as alternative daily cover (ADC) to a Class III MSW landfill:
 - a) Solid wastes that are classified as inert wastes (per Title 27, §20230)
 - b) Solid wastes that meet the criteria for ADC as prescribed in Title 27, §20690 *et seq.*
 - c) Solid wastes identified by the Local Enforcement Agency (LEA) and approved by Regional Board staff as being suitable for use as ADC.

8. **Required Notification to the Regional Board:** Within 60 days after the expiration date of this Resolution, the owner/operator of the landfills that accepted fire debris from burned areas pursuant to this Resolution must submit an amendment to their report of waste discharge (Joint Technical Document) describing the material change to their discharge pertaining to the temporary acceptance of fire debris derived from cleanup of burned areas.

B. Conditions for Discharge of Wildfire Wastes to Temporary Waste Staging Areas at Regulated Class III MSW Landfills in the Region.

In addition to Conditions 1 through 4 in Section A of this Resolution, any person discharging fire debris from burned areas to temporary staging areas at a regulated municipal solid waste landfill must also comply with the following conditions.

1. **Required Notification to the Regional Board:** The discharger must submit a fully executed Notice of Intent to Establish Temporary Fire Debris Staging Operations (Attachment No. 1) to the Executive Officer of the Regional Board within 30 days of the initial discharge of any waste piles established under this Resolution. The discharger must submit a fully executed Notice of Termination of Temporary Wildfire Waste Staging Operations (Attachment No. 2) to the Executive Officer within 10 working days of completing removal of all waste and restoring the site to its original condition. All wastes must be removed and the site returned to its original condition by the expiration date of this waiver or prior to filing a Notice of Termination, whichever occurs first.
2. **Liner:** Heavy gauge plastic sheeting (not less than 20 mils thick) or other impermeable material (e.g., asphalt, concrete, compacted Class II roadbase, etc.) must be installed prior to establishing a temporary waste pile to protect all natural geological materials from contact with the waste or its leachate.
3. **Run-on/Runoff Protection:** The discharger must prevent surface run-on from contacting fire debris and must prevent erosion and transport of soils containing fire debris by surface runoff from all waste piles established under this waiver. All runoff from the fire debris waste piles should be fully contained and properly disposed of. The discharger must employ applicable best management practices (BMPs) to the maximum extent practicable for storm water conveyance and control.
4. **Ground Water Protection:** All waste derived from cleanup of burned areas must be placed at least five feet above the highest anticipated ground water elevation.
5. **Surface Water Protection:** All waste piles derived from cleanup of burned areas must be located not less than 100 feet from any surface water identified in the Water Quality Control Plan for the Region.

6. **Flood Protection:** All waste derived from cleanup of burned areas must be protected from flooding and inundation.
7. **Clean Closure of Temporary Waste Piles:** Wastes discharged to temporary waste piles at regulated landfills under this waiver, together with any materials used to contain the temporary waste piles, must be removed from the temporary storage/staging location by the expiration date of this waiver. Alternatively, the discharger must file an amended Report of Waste Discharge and obtain amended waste discharge requirements from the Regional Board for any waste piles that will continue to exist after the expiration of this waiver. The temporary waste staging site must be restored to its original state no later than the expiration date of this waiver.

C. Conditions for Temporary Waste Staging Areas NOT Located at a Regulated Class III MSW Landfill Identified in Finding No. 5 of This Resolution.

1. **Temporary Waste Piles:** The discharge of solid wastes into temporary waste piles located at temporary staging areas must comply with all the discharge prohibitions identified in Sections A.1 through 4 of this Resolution.
2. **Required Notification to the Regional Board:** Any person proposing to discharge fire debris from burned areas to temporary waste staging areas that are not located at a regulated solid waste management facility must submit a signed/completed Notice of Intent to the Executive Officer to Establish Temporary Wildfire Waste Staging Operations (Attachment No. 1), within 30 days of the initial discharge of any wildfire waste pile established under this Resolution. The discharger must submit a signed/completed Notice of Termination of Temporary Wildfire Waste Staging Operations (Attachment No. 2) to the Executive Officer within 10 working days of completing removal of all wildfire waste and restoring the site to its original condition. All wastes must be removed by the expiration date of this waiver.
3. **Cover:** All temporary waste staging units/piles must be covered with either a heavy gauge plastic or other material that meets the classification criteria for wastes described in Finding 13 of this Resolution. A material that would be classified as a designated waste cannot be utilized for daily or intermediate cover at a temporary waste staging area. Cover on the temporary waste staging units/piles must prevent rainwater infiltration and runoff, and must control fugitive dust, vectors, odors, blowing litter, and scavenging.
4. **Liner:** Heavy gauge plastic sheeting (not less than 20 mils thick) or other impermeable material (e.g., asphalt, concrete, compacted Class II roadbase, etc.) must be installed prior to establishing a temporary waste pile to protect all natural geological materials from contact with the waste or leachate.

5. **Surface Water Protection:** All waste piles derived from cleanup of burned areas must be located not less than 100 feet from any surface water identified in the Basin Plan.
6. **Precipitation and Drainage Controls:** Temporary waste piles must be designed, constructed, and operated to limit ponding, infiltration, inundation, erosion, slope failure, and washout to the greatest extent possible. Surface drainage from outside the temporary waste pile must be diverted away from the waste piles through implementation of BMPs for storm water control and conveyance to the maximum extent practicable.
7. **Return/Ponded Water:** A discharger must submit written notification to the Executive Officer 30 days prior to initiating the discharge of return water or ponded water contained within the temporary staging area if the discharge is to a location other than a sanitary sewer system. Based on the Executive Officer's determination, the discharger may receive: 1) waste discharge requirements; 2) a waiver of waste discharge requirements; or 3) a written determination that the disposal of the return water or ponded water is not subject to regulation by the Regional Board.
8. **Public Notification Requirement:** The discharger must post at least one clearly visible sign (in English) listing the following minimum information: a) project name, b) brief project description, and c) operator name and phone number. The discharger must post additional signs as necessary (in languages other than English to more effectively communicate the minimum contact information as listed above to the local community. The sign(s) must be maintained as required to keep them legible and must remain in place while temporary waste piles remain on site.
9. **Closure of Temporary Waste Piles:** Wastes discharged to temporary waste staging areas for the purpose of storage and treatment as established under this Resolution, and any materials used to contain the temporary wastes, must be removed for disposal in accordance with applicable federal, state, and local requirements prior to the expiration of this waiver. The owner/operator of the temporary waste staging area must submit a completed and signed Notice of Termination of Temporary Wildfire Waste Staging Operations (Attachment No. 2) to the Executive Officer within 10 working days of completing removal of all wildfire waste and restoring the site to its original condition. All wastes must be removed by the expiration date of this waiver.

BE IT FURTHER RESOLVED THAT, this conditional waiver of statutory requirements in CWC §§13260(a) and (b), 13263(a), and 13264(a) shall remain in effect until **December 31, 2008**, unless the Regional Board takes action to extend, revise, or rescind these requirements.

BE IT FURTHER RESOLVED THAT, the requirements of this Emergency Conditional Temporary Waiver apply only to waste derived from the cleanup of areas burned by wildfires. All discharges of waste not associated with cleanup of fire debris from burned areas must comply with discharge prohibitions and discharge specifications established in waste discharge requirements for the solid waste management units identified in Finding 5 of this Resolution.

BE IT FURTHER RESOLVED THAT, the Regional Board may consider extending the waiver in particular cases for good cause, provided that a letter of request from the discharger is received at least 10 working days prior to the maximum period allowed under the applicable conditions.

BE IT FURTHER RESOLVED THAT, the Regional Board may issue specific waste discharge requirements for discharges of waste derived from burned areas.

BE IT FURTHER RESOLVED THAT, any waiver of waste discharge requirements is conditional; may be terminated at any time; does not authorize or excuse an illegal discharge; does not preclude the need for any permits, licenses, or authorizations which may be required by other state or local governmental agencies or landowners; and does not preclude the Regional Board from administering enforcement remedies pursuant to CWC §13300, et seq.

I, Gerard J. Thibeault, Executive Officer, do hereby certify that the foregoing is a full, true, and correct copy of an emergency Resolution adopted by the California Regional Water Quality Control Board, Santa Ana Region, on November 30, 2007.

Gerard J. Thibeault
Executive Officer



NOTICE OF INTENT
TO ESTABLISH TEMPORARY FIRE DEBRIS STAGING OPERATIONS
IN COMPLIANCE WITH EMERGENCY RESOLUTION R8-2007-0081

I. PROPERTY/FACILITY INFORMATION

Property/Facility Name:			
Property/Facility Contact:			
Property/Facility Address:			
City:	County:	State:	Zip:
Telephone:	Fax:	Email:	
Assessor Parcel Number(s):		Hydrologic Area/Subarea:	

II. PROPERTY/FACILITY OWNER INFORMATION

Property/Facility Owner Name:			
Property/Facility Owner Mailing Address:			
City:	County:	State:	Zip:
Telephone:	Fax:	Email:	

III. PROPERTY/FACILITY OPERATOR INFORMATION

Property/Facility Operator Name:			
Mailing Address:			
City:	County:	State:	Zip:
Telephone:	Fax:	Email:	

IV. DESCRIPTION OF DISCHARGE

Describe the discharge (i.e., source(s) of discharge, pollutants of concern, period and frequency, etc.). Use additional pages as needed. Provide a map of the property/facility if necessary.

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V. DESCRIPTION OF MANAGEMENT MEASURES AND BEST MANAGEMENT PRACTICES

Describe what management measures (MMs) and best management practices (BMPS) will be implemented to minimize or eliminate the discharge of pollutants to waters of the state. Use additional pages as needed. Provide a map of the property/facility showing locations of MMs/BMPs if necessary.

VI. ADDITIONAL INFORMATION

Please provide additional information, as needed or required, about the discharge and/or how the discharger intends to comply with the waiver conditions of the conditional waiver. Use additional pages as needed.

VII. CERTIFICATION

I certify under penalty of law that I have personally examined and am familiar with the information submitted in this document and all attachments and that, based on my inquiry of those individuals immediately responsible for obtaining the information, I believe that the information is true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment.

Signature (Owner or Authorized Representative)

Date

Print Name

Title

Telephone Number

Email

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SANTA ANA REGION**

3737 Main Street, Suite 500
Riverside, California 92501-3348



**NOTICE OF TERMINATION
OF TEMPORARY FIRE DEBRIS STAGING OPERATIONS
IN COMPLIANCE WITH REQUIREMENTS IN EMERGENCY RESOLUTION R8-2007-0081**

I. FINAL WASTE DISPOSAL INFORMATION

Final Disposition of Waste: <input type="checkbox"/> Off-site/Landfill Disposal <input type="checkbox"/> On-site Reuse/Disposal			
<input type="checkbox"/> Off-site Reuse/Disposal <input type="checkbox"/> Other: .			
Property Owner/Discharger Name:			
Property Owner/Discharger Contact and Title:			
Property Owner/Discharger Mailing Address:			
City:	County:	State:	Zip:
Telephone:	Fax:	Email:	
Assessor Parcel Number(s):		Hydrologic Area/Subarea:	
Date(s) Waste Disposed:			
Quantity of Waste Disposed: (in cubic yards for each disposal date)			
Disposal Location(s): (for each disposal date)			

II. FINAL DISPOSAL CERTIFICATION

I certify under penalty of law that I have personally examined and am familiar with the information submitted in this document and all attachments and that, based on my inquiry of those individuals immediately responsible for obtaining the information, I believe that the information is true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment.

Signature (Owner or Authorized Representative)

Date

Print Name

Title